



- *An historic neighborhood in Midtown Waverly.*

3

A Quality Environment for Growth

Waverly will provide opportunities for growth within the context of an attractive and unified community environment.

Like many other communities in Nebraska, the original town of Waverly was laid out as a grid along a railroad main line. This major rail line and the highway that paralleled it became the most important physical fact of life in the early community - a corridor that linked Waverly to the major cities of Lincoln and Omaha; a center for community industries such as the Co-op; and a barrier that divided residential areas from one another.

The subsequent development of Waverly extended out from this original 20 square block grid, and included neighborhoods built with the more curvilinear street patterns characteristic of post-World War II residential development. The majority of this growth took place to the south of the tracks, opposite from the traditional center of town but more related to the new transportation main line on Interstate 80. Now, as Waverly plans for another period of significant development, it should work to preserve those qualities of community and civic life that are major assets of small towns. The city will be challenged to provide opportunities for new development in ways that are uniquely attractive to a potential regional market.

This chapter examines characteristics of community growth and presents a development concept that helps to ensure that established and new urban development work together as a unified whole. The chapter examines probable demands and needs for development, based on the city's target population for the year 2010. In this development concept, the older part of town should not become a subject for nostalgia only, but rather a living, breathing community focus. On the other hand, new development must strengthen and reflect existing systems and patterns within Waverly. This overall concept of unifying existing and new development will make Waverly an exemplary urban environment - a place that can grow while strengthening its community character.

■ Goals

This section presents the goals that Waverly should achieve through the creation of a quality urban environment that promotes growth. These goals and the concepts that can fulfill them are based on an analysis of the structure of the city's environment and the principal that the town's strong sense of form and design has produced a better functioning, more satisfying community. This will help Waverly maintain its sense of order and unity, even when growth occurs in relatively small increments. In order to enhance a quality urban environment, the city's goals will be to:

■ Provide adequate land for projected and potential growth.

This chapter will provide specific areas for phased residential growth, consistent with Waverly's potential for new housing. It will also designate ample land for industrial development and define the demand and location for future commercial development. Such designations must permit a reasonable amount of flexibility, to accommodate possible changes in trends and to provide adequate choice to the private sector as it makes wise and efficient development decisions.

■ Assure that new development creates the greatest advantages for building the community.

Development should help form the community. The energy that it creates is much too important and precious to dissipate. Because of this, new growth areas should be established which will provide maximum advantages to all parts of the city. New growth should create excellent residential environments and help improve the city's existing residential, commercial, and industrial neighborhoods. Development directions should enhance positive features of the city and provide incentives for improvement, rather than create new patterns which turn away from the existing fabric of the city. Indeed, the city development concept for Waverly is designed to do just that, by defining positive community patterns and assuring that new growth builds on this strong foundation.

■ Goals

■ **Encourage economical extensions of infrastructure and services.**

It makes sense to conserve scarce public funds by striving for efficient growth patterns. This includes addressing development of areas that are vacant but enjoy a full array of public services. A more compact urban form which takes advantage of existing public facilities will help Waverly accomplish this goal. Projects which are served by taking advantage of gravity flows and incremental extensions of public utilities allow more development to take place at a lower marginal cost and reduce long-term maintenance and capital costs.

In Waverly, most development will be financed privately and through the use of special assessment districts. These financing techniques reward incremental extensions of utilities that build on existing public investments.

■ **Promote quality new development that have distinctive public improvements and services and create special environments.**

When development takes place incrementally, on a relatively small scale as it does in Waverly, systems which benefit a number of individual projects are sometimes difficult to develop. Examples of these systems include collector street grids and neighborhood parks. Collector streets must be pre-planned, in order to assure that new subdivisions accommodate their alignments. The lack of such a system channels more traffic on a few major streets and increases their traffic load significantly. Similarly, each new subdivisions cannot afford to develop its own park, nor can the city afford to maintain a number of very small open spaces. Yet, resources should be pooled to assure effective park facilities for new areas.

The quality and distinctiveness of the built environment will be particularly important to Waverly. The city's drive to compete more successfully for new development requires it to create an attractive and compelling growth environment. As such, Waverly can create what its competitors cannot - an integral and intimate small community with the conveniences and economic opportunities of a metropolitan area.

■ Goals

■ Maintain Waverly as a functionally unified city.

Waverly has historically had to battle a tendency toward physical division. From its initial plat, this basically compact town was divided diagonally by the railroad and highway corridor, separating the town center and north residential neighborhoods from the much larger southern parts of the city.

As additional growth occurs, this tendency to grow apart will continue. A framework must be developed to assure that the city does not grow apart into separate sections. It must assure that the sense of civic space and public life that are so attractive in a small community can be enhanced within Waverly.

■ Improve the quality of the urban environment and establish a framework for growth.

The appearance of a community has an important effect on residents' satisfaction with it. Environmental quality is both subjective, making people happier and more comfortable with the harmony of their community; and a long-term investment, increasing the growth and investment potential of the city.

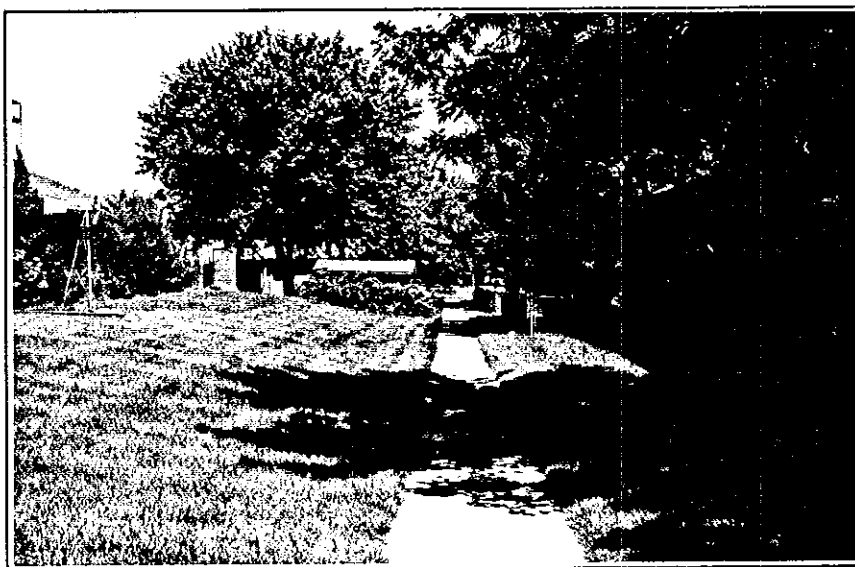
Waverly has built an attractive community from its roots as a railroad related village. The city's public environment has been important to this success. In the future, public features such as recreation systems will be even more important, given the popularity of such recreational pursuits as bicycling, walking, and running. The appearance and quality of the city's parks and streets also reinforces neighborhood improvement efforts. In contrast, Waverly's core on the linear transportation corridor is largely industrial and commercial. The upgrading of this highly visible corridor and the strengthening of links across it will become significant to the image of the community as it seeks new residential markets.

Finally, Waverly's growth can either take place in an ordered way, reinforcing the fabric of the town; or can occur randomly, reducing its uniqueness and harmony. A future development concept should be ordered, but open-ended, able to accommodate the growth of the city well into the future.

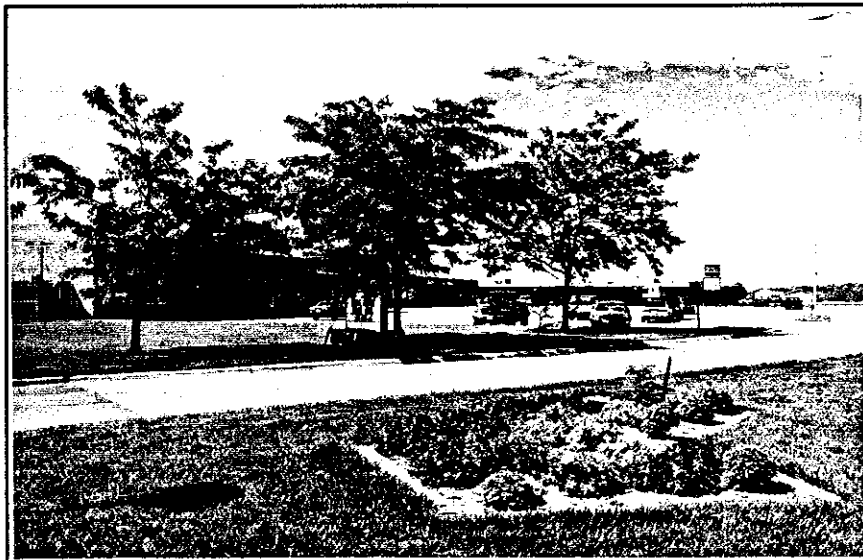
- *Wayne Park, a superb facility that provides residents with multiple recreational facilities.*



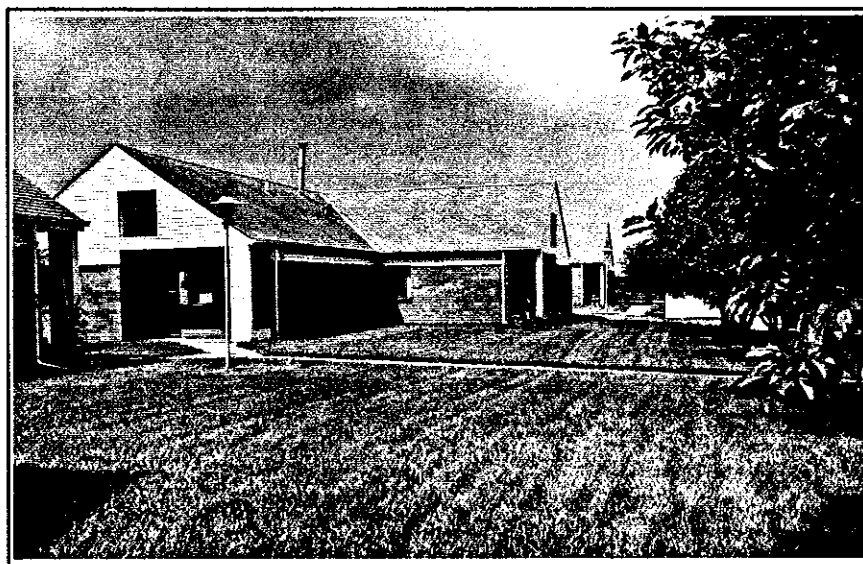
- *A greenway connecting the elementary and high schools.*



- *Attractive landscaping at Waverly Plaza.*



- *Well-designed housing for seniors in North Waverly.*



■ Facts and Analysis

This section describes development patterns, physical characteristics and constraints, and land use characteristics and trends that will help to form a growth and development concept for Waverly. This concept is based on probable needs for residential, commercial, and industrial land over the next twenty years.

Development Patterns

Waverly's original plat consisted of twenty square blocks bounded by the current 140th, 144th, Heywood, and Mansfield Streets and roughly bisected by the Chicago, Burlington & Quincy (now Burlington Northern) Railroad. The town center was located north of the tracks, which formed an industrial corridor through the center of the original village. The town initially grew to the east, generally along Jamestown Street toward what is now 148th Street (or Prairie Home Road).

The town's first major postwar growth epoch developed the area south of Heywood Street (Bluff Road) to Amberly Road and between 143rd and 148th Streets. This southeastern neighborhood has grown to maturity and includes major community facilities such as the elementary and secondary schools and, to the west, Wayne Park. Growth farther to the south and east was limited by the Interstate 80 corridor to the south and the Northern Natural gas pipeline and a tributary floodplain on the east. During the 1970's, single-family residential growth grew to the northwest, between 134th and 140th Streets. During this period and into the 1980's, additional contemporary commercial development developed west of 140th Street along Guildford Street.

Industrial development, traditionally centered along the BN/East Cornhusker Highway (US 6) corridor, extended into larger tracts to the southwest and northeast. The availability of industrial land in these areas has been significant in encouraging Waverly's large scale industrial development.

Givers of Urban Form: Barriers, Features, and Transportation Patterns

Community and physical characteristics have had a major impact on the direction and nature of urban development in Waverly. This section will discuss major issues created by

■ Facts and
Analysis

the relationship of these major community features on development patterns in the town. These issues establish both constraints and opportunities that affect the planning of an expanded community.

■ Railroads and Major Arterials

The most visible and influential physical feature in the community continues to be the transportation corridor created by East Cornhusker Highway (US 6) and the double tracked main line of the Burlington Northern. The corridor also includes sidings and service roads serving the Farmers' Co-op. East Cornhusker Highway (US 6) is a four-lane undivided highway through the community. It is upgraded to a four-lane divided section west of Waverly and provides an interchange with I-80 four miles to the southwest of town.

The corridor is crossed at grade by North 141st Street, the principal entrance into Waverly's town center; and North 148th Street, a section line road that acts as a regional traffic route and now forms the eastern limit of Waverly's urban development. North 148th Street includes a grade separated crossing over Interstate 80. During the 1980s, a grade separated crossing was developed over the transportation corridor by shifting the alignment of section line road North 134th Street on the western edge of the town.

North 148th Street, a section line road serving the high school and surrounding rural communities provides continuous access over I-80, and carries high-speed traffic in spite of lower, posted speed limits. Other streets that have important collector functions include North 143rd Street, a north-south collector for the southern part of the town; North 141st Street, connecting the highway to the town center and continuing north as a county road; Heywood Street, which continues as a county road east of North 148th; Amberly Road at the southern edge of the town; and Jamestown Street.

■ Waterways and Floodplains

Three drainageways and their floodplains affect development in Waverly. These include Salt Creek to the west of the city; Ash Hollow Ditch, cutting southeasterly through the city; and an unnamed drainage tributary to the east of the town.

■ Facts and Analysis

Salt Creek is the area's largest waterway and will have a significant effect upon future development patterns to the northwest. The creek and its wide floodway run through the western and northwestern parts of the planning jurisdiction. The Salt Creek floodplain effectively prevents development west of North 134th Street and defines a developable triangle north of the current corporate limits at Oldfield Road.

Ash Hollow Ditch is Salt Creek's principal tributary through the town. East of the 134th Street viaduct, the creek is channelized as it runs to the southeast and south through Wayne Park. South of Amberly Road, the channel broadens, crossing I-80 in a culvert. The ditch in its current form has little impact on development patterns, although it has helped to define a significant part of the town's open space system.

A tributary of Salt Creek roughly parallels and runs east of North 148th Street north of the BN corridor, crossing that street just north of the tracks. Its route and relatively narrow floodplain angle gradually to the east from North 148th Street, crossing Bluff Road (Heywood Street) about 0.4 miles east of North 148th Street.

The Ash Hollow and eastern tributaries both affect open space development in the city. In addition, the Salt Creek floodplain to the north and west significantly defines the amount of growth that Waverly can direct north of its current limits.

■ Open Spaces and Community Linkages

Links between important community features provide structuring elements for Waverly that can be enhanced by future development planning. These existing and potential linkages include:

- A link that connects Waverly's two major open spaces, Jaycee Park on the north and Wayne Park on the south, together through the city's two major commercial focuses, its town center and shopping center south of the BN corridor. North 141st Street is the center of this connection; the crossing over East Cornhusker Highway (US 6)/BN is the "weak link" in the chain.
- A mid-block pedestrian connection between the elementary school at North 148th and Amberly and the high

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school/middle school campus at 148th and Heywood. These features may be incorporated into a pedestrian and open space network that can help to unify new and existing neighborhoods and development.

Existing Land Use

The Existing Land Use Patterns map and Table 3-1 summarize current land uses in Waverly and its jurisdiction based on a detailed field survey. In addition to providing acreage and percentage breakdowns by general land use categories, the survey provides detailed information on specific uses.

■ Residential Uses

Residential use makes up the largest proportion of developed land within Waverly's corporate limits. Most of this residential land is in single-family use. Only 1% of the city's total developed land area is devoted to non-senior multi-family use, mostly adjacent to the northwestern corner of Wayne Park.

■ Commercial Uses

About 7% of developed land in Waverly is used for commercial and office purposes. Outside of the approximately 1.33 acre town center, most of this land is located within the East Cornhusker Highway (US 6) corridor, generally southwest of 141st Street. The city's mall and adjacent commercial areas make up the largest share of the total.

■ Industrial Uses

About 8% of developed land within Waverly is used for industrial purposes, with the largest concentrations in modern industrial sites on the northeast and southwest edges of the town. In developed land is in industrial use. The balance of industrial land is located along the East Cornhusker Highway (US 6)/Burlington Northern corridor.

■ Other Patterns

Outside of the town center, major civic uses are generally located in the eastern and central sectors of the community. The city's elementary and secondary schools and its cemetery are located on the east edge of the city, bordering North 148th Street. Its two major open spaces, Wayne Park and

■ Facts and
Analysis

Jaycee Park are located in the central sector, south and north of the railroad corridor respectively. Wayne Park's location is related to the alignment of the Ash Hollow Ditch.

**TABLE 3-1: Land Use Distribution: Waverly and
Extra-Territorial Jurisdiction, 1992**

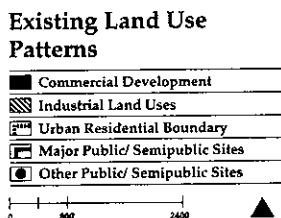
Land Use Category	Acres	% of Developed Land
Residential	186.15	45.61
Single-Family/ Duplex	174.09	42.66
Multi-Family	4.10	1.00
Mobile Home	0.64	0.16
Rural Residential	---	---
Senior Housing	5.35	1.31
Office/Commercial	29.12	7.14
Office	.41	0.10
Commercial	27.38	6.71
Town Center	1.33	0.33
Civic	70.21	17.20
Park, Recreation, Open Space	51.03	12.50
Other Civic	3.03	0.74
Public Works	9.34	2.29
Cemetery	6.81	1.67
Industrial	32.11	7.87
Transportation	90.5	22.17
Street ROW	82.16	20.13
Railroad ROW and Other	8.34	2.04
Agriculture/ Open	100.50	---
Total	508.59	---
Total Developed Area	408.09	100.00

- *The traditional town center can become an important center for civic and commercial life.*



- *A multifamily adaptive reuse project on 141st Street, just south of East Cornhusker Highway.*





■ Facts and Analysis

Land Use Trends

Land use surveys for the city were completed during a previous comprehensive planning process, completed in 1979 by Bucher & Willis. While differences in categories and tabulation methods make direct comparisons with the 1993 survey difficult, it is possible to draw some general conclusions about changes in city land use patterns and distributions over the last 14 years. Table 3-2 summarizes the evolution of land use in Waverly during this period.

The most significant changes during this period include:

- A slight increase in the overall residential density of the city. Residential acreage per 100 people has decreased slightly, from 10.54 to 9.96.
- Stability of most other forms of development since 1979, reinforcing the general lack of community growth since 1980.

TABLE 3-2: Comparative Land Use in Waverly City Limits, 1979-1993

	Acres		% Developed Area		% of Total City Area		Acres/100 people	
	1979	1993	1979	1993	1979	1993	1979	1993
Residential	182.0	186.2	48.4	45.6	36.0	36.6	10.54	9.96
Commercial	28.0	29.1	6.9	7.1	5.5	5.7	1.62	1.56
Industrial	30.0	32.1	7.4	7.9	5.9	6.3	1.74	1.72
Public/ Semipublic	18.0	19.2	4.4	4.7	3.6	3.8	1.04	1.03
Parks/ Rec	32.0	51.0	7.8	12.5	6.3	10.0	1.85	2.73
Railroad	9.0	9.0	2.2	2.1	1.8	1.8	0.52	0.48
Streets/ Alleys	77.0	82.2	18.9	20.1	15.3	16.2	4.46	4.40
Total Developed Area	376.0	408.1	100.0	100.0	74.5	80.2	21.78	21.84
Vacant/ Undeveloped	129.0	100.5			25.5	19.8		
Total City Area	505.0	508.6			100.0	100.0		

Source: RDG Martin Shukert, Inc., 1994.

■ Facts and Analysis

- An increase in the amount of land used for public purposes. Park land has increased from 32 to 51 acres, increasing the amount of park land allocated per 100 residents from 1.85 to 2.73 acres.

■ Land Use Absorption

Table 3-3 compares changes in residential, commercial, and industrial land use since 1979. These findings are used to calculate annual average rates of land consumption. These rates, in turn, provide one basis for projecting future requirements for each type of land use.

Between 1979 and 1993, Waverly developed about 2.3 acres of land annually. The largest single amount of this use conversion is represented by the development of Jaycees Park. Of private uses, residential development has accounted for the largest share of this conversion, but this only accounted for 0.3 acres annually.

It is important to note that residential land absorption is much more regular and predictable than industrial absorption. Industrial locations are the result of individual decisions by a limited number of companies, whereas residential absorption represents the dynamic of an entire urban population.

TABLE 3-3: Urban Land Consumption for Principal Uses, 1972-1991

Land Use Type	Area (acres)		Change (acres)	Annual Land Consumption (acres)
	1979	1993	1979-93	City
Residential	182	186	4	0.3
Commercial	28	29	1	0.1
Industrial	30	32	2	0.2
Other	136	161	25	1.79
Total	376	408	32	2.29

Source: RDG Martin Shukert, Inc., 1994.

■ Facts and Analysis

Land Use Projections

■ Required Residential Area

Land use forecasts for Waverly should be based on projections for targeted growth, rather than the city's low growth rate of the last fourteen years.

The residential projections developed in Chapter Two help estimate the amount of land that will be needed to accommodate growth during the next twenty years. On the average, three new single-family units will require one gross acre of land. In addition, the average gross density of multi-family development will be ten units to an acre. As a standard, the plan recommends that land provided for residential development over a twenty year period be equal to twice the area that new growth actually needs. This is necessary to preserve competitive land pricing.

Based on these assumptions, Table 3-4 describes the amount of new area that will be required for additional development. Annual actual absorption of residential land will be in the range of 5 acres. This is a *gross* projection, including streets, parks, and other public and civic facilities. This suggests a total reservation of land for residential development of about 200 acres over the next twenty years.

TABLE 3-4: Required Residential Land, 1990-2010

Years:	1-5	6-10	11-20	Total
Projected Units	101	100	180	381
Single-Family	71	70	126	267
Multi-Family	30	30	54	114
SF Need (acres)	24	23	42	89
MF Need (acres)	3	3	5	11
Total Need	27	26	47	100
Designated SF Area	48	46	84	178
Designated MF Area	6	6	10	22
Total Designated Area (acres)	54	52	94	200

■ Facts and Analysis

■ Commercial Development

Table 3-5 indicates that Waverly currently provides 1.56 acres of commercial land per 100 people. While Waverly will not become a major commercial center because of its proximity to Lincoln, it will generate a demand for local and convenience retailing and services. Based on this assumption, two methods of projecting needed commercial space may be utilized:

- A population service relationship. This method relates commercial growth to population projections. It assumes that the absolute amount of commercial land per 100 people will remain relatively constant and that new commercial development will grow in proportion to population growth.
- Residential use proportion. This assumes a constant relationship between the amount of land used for residential and commercial purposes. It relates commercial growth directly to residential development rates.

Table 3-5 compares the results of these two methods. The population and residential proportion methods indicate a need for about 12 to 16 acres of commercial land. In order to provide alternative sites, the land use plan should designate 1.5 times the hard demand for commercial land. This means that 18 to 24 acres of land should be designated for future commercial development.

TABLE 3-5: Required Commercial Land, 1990-2010

	1990	Acres 2000	2010	Conversion Need	Designated Land
POPULATION PROPORTION					
Projected Population	1,869	2,184	2,588		
Comm Use/ 100 res.	1.56	1.56	1.56		
Projected Comm Use	29.1	34.1	40.4	11.3	17.0
RESIDENTIAL USE PROPORTION					
Residential Land (A)	186	239	286		
Comm/ Res Ratio	0.16	0.16	0.16		
Projected Comm Use	29.1	38.2	45.7	16.6	24.9

TABLE 5-4: Water Supply System Inventory

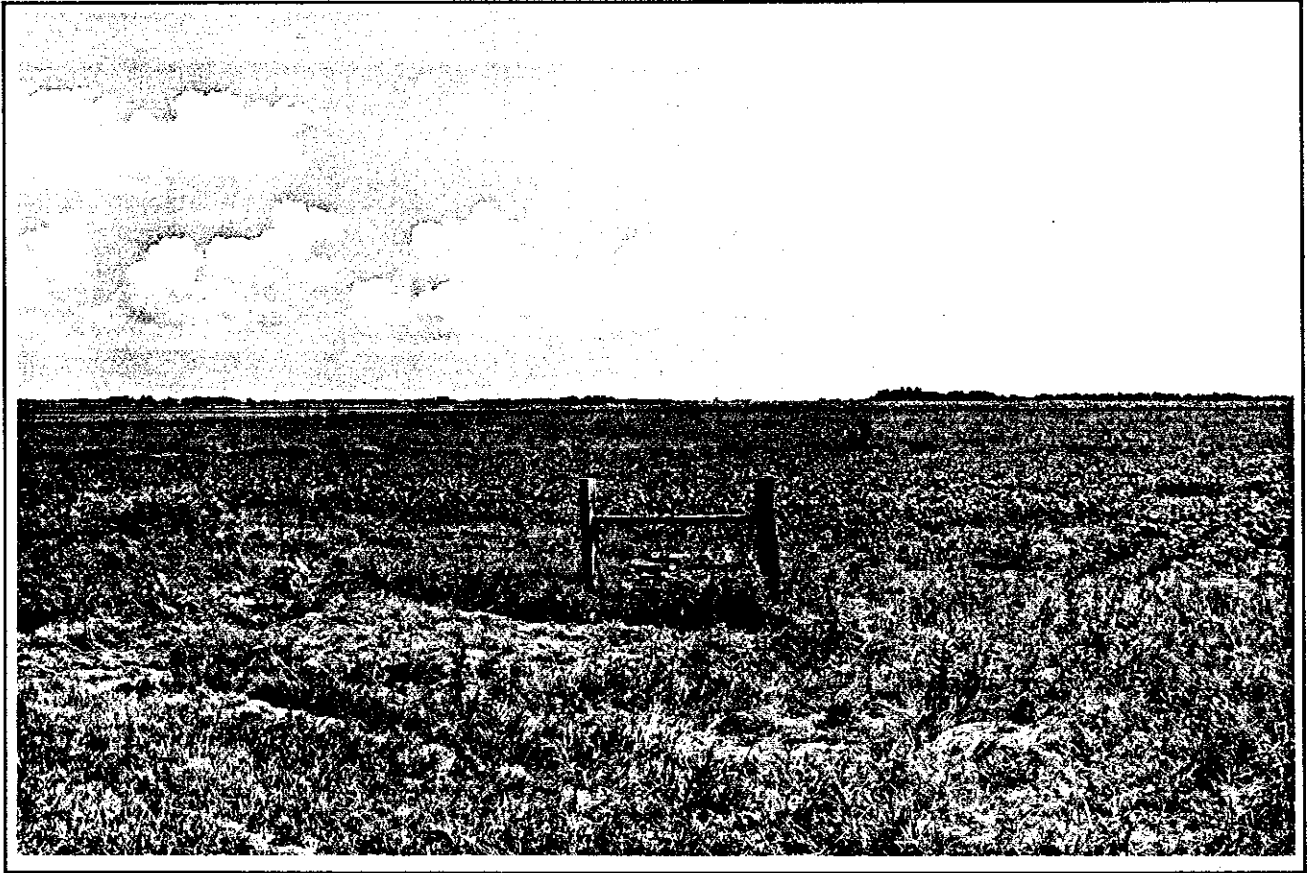
Facility	Description	Evaluation	Modification/Priority	Comments
3. Water Mains	The existing system of water mains ranges from 2 to 12 inches in diameter. Generally, the entire developed area of Waverly is served by the water main system. In recent years, the city has expanded its water service area to include large areas of industrial development southwest of the City.	The overall system is professionally maintained and operated by the City.	The City should systematically replace problem and undersized mains as funding becomes available. High Priority.	Costs will vary with size of main replacement.
	A study identified several water main projects needed to provide adequate transmission volumes and fire flows throughout the community.	The City has completed an outstanding program creating a computerized data base of hydrants, flow tests, and volumes and pressures.	Continue on-going efforts to add to the data base of the water system. High Priority.	No planned capital costs.
	Major transmission mains yet to be looped in the City's system include:	A program of improvements is underway to mitigate insufficient fire flows in several portions of the City.	The City should create and follow a 5 Year Water Capital Improvement Program.	
	• 10 inch main along 148th Street, from the High School north to Janestown Street.	These loops are important to safeguard the current system from unanticipated interruptions in service.	Construct the 148th Street loop mains. Moderate Priority.	
	• 10 inch main along 148th Street, from High School south to Castlewood Street.			
	• Hydrant installation at 148th Street and the High School.	Hydrant scheduled to be installed during 1993.	Install hydrant. High Priority.	
	Critical replacement projects include:			
	• Reconstruction of a maze of small, obsolete lines near the former water tower site Downtown.	The near Downtown improvements are left over obsolete lines from the old system. The Woodstock line is in very poor condition.	Rebuild Downtown lines. High Priority.	
	• Replacement of a 2 inch main east of 143rd Street along Woodstock Blvd.		Rebuild Woodstock line. High Priority.	
	• Replace 2 inch line in East Oak Lane Circle with 4 inch line and hydrant for flush.	The East Oak improvement mirrors other similar project recently completed on circles.	Complete East Oak Lane project. High Priority.	

■ Facts and
Analysis

- Waverly will experience modest demand for new commercial development during the next twenty years. This predicted growth will require the reservation of about 18 acres of commercial land during the next twenty years. These uses will be primarily directed toward neighborhood retailing and services. However, the development of an interchange from I-80 along an extension of the North 134th Street viaduct alignment could generate additional commercial growth potential.

- Industrial expansion will continue to occur at a healthy rate in Waverly because of its transportation and infrastructure assets. However, this growth has little relationship to the population living in Waverly. As a result, the city should continue to provide industrial land, generally contiguous to existing industrial development.





• *A scene of the West Growth Center.*

■ Policies and Actions

This section presents strategies that will enable Waverly to accommodate development within a quality urban environment. New development will serve the city best if it is managed; that is, channeled to areas that will best fulfill the city's development goals.

The city's growth program calls for a threefold strategy:

- Create a community framework that unifies growth and assures that new and existing development create an integrate and physically linked town.
- Designate growth areas for residential development, designed to provide the appropriate amount of land for urban conversion in places that provide for economical, attractive, and convenient new development.
- Encourage the growth of commercial areas that respond successfully to market needs in Waverly and are supportable by the city's service systems.
- Provide adequate land to support continued industrial growth.

URBAN FORM

■ A Linked Amenity Network

■ Streets which Unite

■ Urban Form

In order to develop a growth concept that provides adequate opportunities for development while maintaining its tradition of a strong, compact urban pattern, Waverly should implement the following policies:

1. A Linked Amenity Network

A major element of the potential urban framework of Waverly is an amenity network that links together key features and elements of the community. The network should connect major commercial areas, residential development districts, and civic facilities. It, in turn, becomes an unusual amenity for the city, one that creates a special sense of distinction.

Elements of the amenity network include:

- Street linkages between Jaycee Park and Wayne Park through the town center and the city's shopping center. The route for this link extends south from Wayne Park through North 142nd Street in the town center; south along North

■ Policies and
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141st Street across the BN corridor; past the shopping center along Heywood and North 140th Streets; and into Wayne Park. Reinforcing this link should be done through the following features:

- Graphics, including directional signage and banners.
- Barrier-free sidewalks.
- Special lighting at strategic locations.
- Landscaping.
- An improved crossing for pedestrians and bicycles at North 141st Street.

- Folkestone Street between Wayne Park and the greenway connection from the high school to the elementary school; and Castlewood Street between the East Growth Center and Hamlow Elementary School. These links should be established through the provision of barrier-free sidewalks, landscaping, and directional signage.

- The existing north-south greenway between the high school and elementary school.

- A trail extending along the Lancashire Street drainageway between Jaycees Park and North 134th Street.

- A peripheral trail system, extending east from Jaycees Park and south to Castlewood Street along the Salt Creek tributary east of North 148th Street.

This network provides Waverly with a community framework that unites new and current neighborhoods and community features. Fully developed, it provides a sense of civic and recreational space that can help Waverly achieve distinction as a living environment.

2. Streets which Unify

Some streets in Waverly tend to be dividing influences that prevent the concept of a linked amenity network from emerging. These streets require special attention and include:

- *North 148th Street.* While an important community and regional arterial, this street currently appears to be a highway and tends to encourage drivers to behave accordingly. If development occurs to the east of the street, a revised design

■ Policies and Actions

should include sidewalks with generous greenway setbacks, special lighting, curbs and gutters, pedestrian crossings, and other features which transform the street's character from a high-speed county road to that of an urban street.

- *East Cornhusker Highway (US 6).* The highway will continue to be a major artery for regional traffic and industry. However, special treatments can change its character as it proceeds through the city. These elements include:

- Monument signs with appropriate landscaping at or near the city limits along the highway, providing attractive entrances to the city.

- Landscaping where possible along the highway corridor.

- Use of distinctive banners.

- Upgrading of visibility, safety, and appearance of at-grade street crossings at North 141st and 148th Streets.

- *Jamestown Street.* An extension of Jamestown Street to North 134th Street would provide improved community access to the North 134th Street overpass, as well as commercial and industrial areas south of the railroad corridor.

LAND USE

■ Four Growth Centers

■ Innovative Development Patterns

■ Commercial Land Use Nodes

■ Industrial Land

■ Land Use

In order to maintain Waverly as a compact, attractive community, the city should implement the following strategies:

1. Four Growth Centers

The city should designate four specific growth centers, tied to the amount of development that Waverly will need over the next twenty years to meet its growth targets. These growth centers each should be provided with amenities and transportation access that encourage their successful development. The growth centers include:

- *South.* This area includes up to 50 acres of developable land south of Amberly Road and adjacent to the elementary school. Assets of the area include its adjacency to major community amenities such as Wayne Park and the school; and relatively easy service by existing utilities. Challenges

■ Policies and
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on the site include necessary noise screening from the adjacent Interstate 80. Amenities needed to support development include:

- Extension of a residential collector to the south of Amberly Road.
- Extension of Deer Park Road and the North 134th Street viaduct alignment to the south.
- Consideration of neighborhood open space and commercial development.

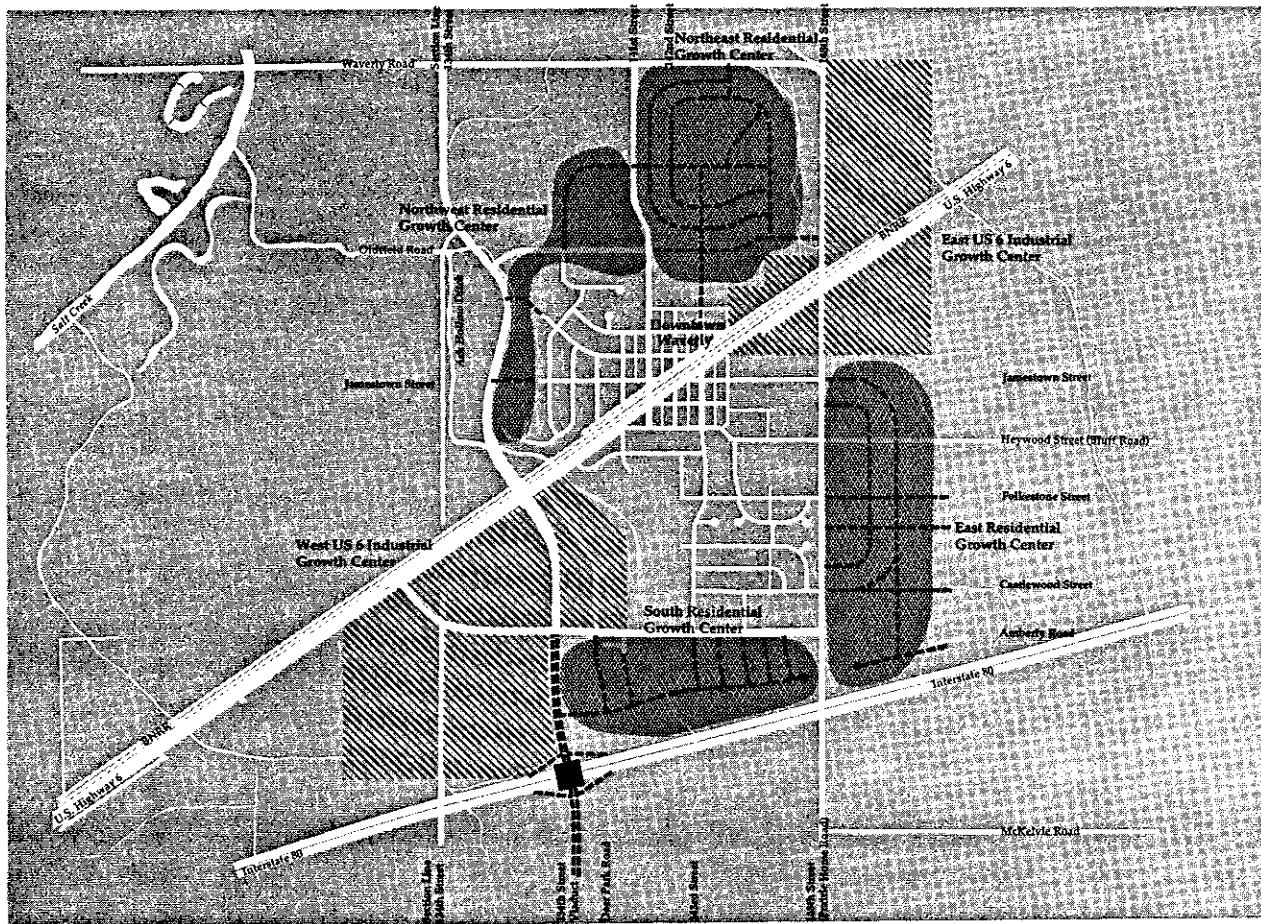
• *Northwest.* This site provides about 12 acres of developable land east of North 134th Street. It is adjacent to and completes existing residential growth in the north part of the city. Advantages of the area include ease of service by existing utilities and infrastructure and adjacency to an existing residential area. Disadvantages include: the distance from community amenities, topographical challenges to sewer service extensions, and restrictions to outward growth caused by the embankment formed by the North 134th Street viaduct to the west. Amenities needed to support development include:

- Connection of Jamestown Street to North 134th Street.
- Development of a greenway trail along the Lancashire Street drainageway.

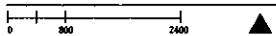
• *North.* This area would include proposed residential development between North 141st and 148th Streets north to Waverly Road. A large subdivision adequate in itself to accommodate projected twenty-year growth needs was prepared for this quadrant in 1978. Advantages to development include adjacency to Jaycee Park and the town center, and ease of service by incremental utility extensions. Disadvantages include distance from existing schools and a location on the perceived edge of town. Amenities needed to support development in this area include:

- Extension of local streets.
- Gradual relocation of industrial uses along Oldfield Road.

Places for Future Growth



Places for Future Growth
Summary Map



■ Policies and
Actions

- Open space development of drainageways and floodplains and linkages to the citywide amenity network.

• *East.* This site provides about 60 acres of land south of Heywood Street (Bluff Road). The existence of blanket easements on a Northern Natural pipeline about 700 feet east of North 148th Street will likely interfere with the financial feasibility of large scale residential development in that area. In addition, urban development within 660 feet of the pipeline alignment (involving most of the site) will likely require relocation or upgrading of the line. Costs of this alteration will involve negotiations between the city, the pipeline company, and potential developers.

Advantages of the site include its adjacency to community amenities and its location adjacent to the highest value residential section of the town. Disadvantages include development costs relating to sewer extensions and potential lift stations; and the pipeline relocation or upgrade issue. Amenities needed to support development include:

- Extension of the city's street system (particularly Jamestown Street) into the area to promote continuous access.
- Development of a greenway along the drainage tributary to the east.
- Resolution of the pipeline location issue.
- Development of neighborhood open space.

Development in the East Growth Center may incorporate a private golf course, using open space north of Heywood Street and along the drainage tributary to determine course design. Alternatively, higher cost development (such as industrial or commercial uses) may be necessary to provide adequate income to fund the site's infrastructure costs near East Cornhusker Highway (US6) and 148th Street.

Potential street and open space design patterns are indicated in the Development Concept map. Public facility and utility issues are considered in detail in Chapter Four, Quality Public Services and Infrastructure

■ Policies and
Actions

2. Innovative Development Patterns

The original town of Waverly and most subsequent development was laid out on a modified grid pattern and uses that pattern to establish an underlying order. Much post-World War II development incorporates a modified grid which also makes use of curvilinear streets, some narrow rights of way, long blocks, and cul-de-sacs.

The plan, with its themes taken together, provides a structure for innovative development patterns in these growing areas. New development and subdivision layout in the city should relate to the traditional patterns of the town and to the urban structure established in the plan. New areas should maintain connected street networks that tie into this community framework. The relationship of streetscape to houses, the setback of sidewalks from curb lines, the location of neighborhood open spaces, and the relationship of housing areas to regional resources such as a recreational trail system are key elements. Innovative plans can provide a superior environment to traditional suburban design and can utilize the elements of public space that make smaller cities special and unique.

3. Commercial Land Use Nodes

The city, through the land use plan, should designate specific land use nodes, each of which will fulfill a specialized function. Together, these nodes should furnish about 18 to 24 acres of new commercial area for the city over the next twenty years. Unlike residential and industrial land uses, commercial strategies are linked less to projected absorption rates than to the function that different commercial areas should fill in the community. The specific commercial nodes envisioned by the plan include:

- *The Town Center*

Waverly's town center will continue to be a center for services, offices, and civic business. Elements of a strategy to improve the center of town include:

- Realization of the amenity network, linking the town center to other neighborhoods and community amenities.
- A district beautification program, including street

■ Policies and
Actions

landscaping, benches, and other street furniture.

- Banners designed to direct travellers into the town center from East Cornhusker Highway (US 6) via North 141st Street.

• *The Shopping Center*

The existing commercial center will continue to be the focus of major commercial services. The city should encourage full development of this district south of East Cornhusker Highway (US 6) and west of North 140th Street.

• *Amberly Neighborhood Commercial Cluster*

In the future, residential development in the South and East Growth Centers could create demand for a small, neighborhood commercial development at the southwest corner of North 148th and Amberly. The commercial uses permitted in this area should be specifically limited to low-traffic, low-intensity neighborhood services with easy access for pedestrians and bicycles.

• *Interstate Services*

The future development at an interchange at an extension of the North 134th Street route would open a commercial services opportunity. Any development at this site should be designed to limit external effects on nearby residents.

4. Industrial Land

Industrial development should continue to the northeast and southwestern parts of the city, contiguous to existing, contemporary industrial growth. Other industrial policies should include:

- Industrial or support development of property west of section line North 134th Street adjacent to the site of a new airport, only if this project proceeds.

- Phase-out of industrial uses on the south side of Oldfield Road.

■ Policies and
Actions

TRANSPORTATION

■ Collector and Local
Street Grid

■ Strategic Street
Extensions

■ Transportation

In order to provide transportation service that will support proposed growth areas, Waverly should execute the following policies:

1. Collector and Local Street Grid

While contemporary development often favors discontinuous local street patterns to discourage traffic through neighborhoods, these preferences make the reservation of continuous local circulation even more important. When this continuity is cut, problems with providing access to new development occur. Thus, Waverly's new development should maintain continuity in the local street system. the development concept suggests directions for continuing the street network.

2. Strategic Street Extensions

Extension of major streets provides a circulation system that will function well for accelerated growth. Key extensions include:

- Jamestown Street to the North 134th Street viaduct.
- Extension of the North 134th viaduct alignment south to I-80 if interchange development occurs.
- Deer Park Road south of Amberly Road to a south circulator loop.
- East-west streets into the east growth center east of North 148th Street.
- Oldfield Road and 134th Street into the North Growth Center north of the Village Center.

■ Policies and
Actions

PUBLIC FACILITIES

■ Facilities that Support
Growth

■ School and
Recreational Facilities

■ Public Facilities

In order to provide public facilities which support and encourage the city's growth concept, Waverly should implement the following policies and actions:

1. Facilities that Support Growth

Waverly should phase the development of public facilities to support its growth objectives. Implementation of the growth plan will require the extension and upgrading of a range of public facilities, including sewer and water line extensions. These are discussed in detail in Chapter Four, detailing the theme "Quality Public Services and Facilities."

2. School and Recreational Facilities

Public facilities will be important to the future development of proposed growth centers in Waverly. The city's schools are undergoing stress, requiring future expansion of the high school. In addition, the implications of growth on elementary attendance must be carefully monitored.

Other key public facility issues will include:

- Development of a library to support increasing resident demands.
- Development of a community center, potentially integrated with a library.
- Development of neighborhood park facilities to serve residential development.

ANNEXATION

■ Evaluation of Areas for
Annexation

■ Sequence of
Annexation:
Improvement District
Financing

■ Financial Analysis

■ Annexation Policy

In order to grow as development occurs, Waverly should implement the following measures which constitute an annexation policy :

1. Evaluation of Areas for Annexation

Waverly should utilize the following criteria in evaluating an area for annexation:

■ Policies and
Actions

- *Growth Directions.* Under this criterion, annexation will assist development in a growth area defined by this comprehensive development plan.

- *Public Safety.* Improved provision of public services that furthers the health and safety of residents, property owners, or workers may be a valid rationale for annexation.

- *Orderly Growth.* Annexation which follows major commercial, residential, or industrial development will help the city's tax base grow as its surrounding area develops.

2. Sequence of Annexation: Improvement District Financing

Some development in Waverly should grow within and be accommodated by the city itself. Other growth areas may be beyond the existing city limits. As a result, annexation, which opens the use of improvement district financing and municipal service provision, will encourage desirable development. Development should occur according to the following sequence:

- As areas are proposed for growth, the city will enter into agreements for pre-annexation.
- Public improvements will be provided through the use of special assessment districts. The city provides front-end financing for these improvements, which are then repaid by assessments on individual properties.
- The city will provide for extension of interceptor and out-fall wastewater sewers and supporting facilities, consistent with the recommendations of this plan and state statute. Systems and facilities local to subdivisions will be financed through special assessments.
- Development should remain outside the city only in exceptional circumstances. These include exigencies or commitments created by major area industries or economic development projects.

3. Financial Analysis

Prior to the annexation of an area, the City should perform annexation studies required by state statute. These

■ Policies and
Actions

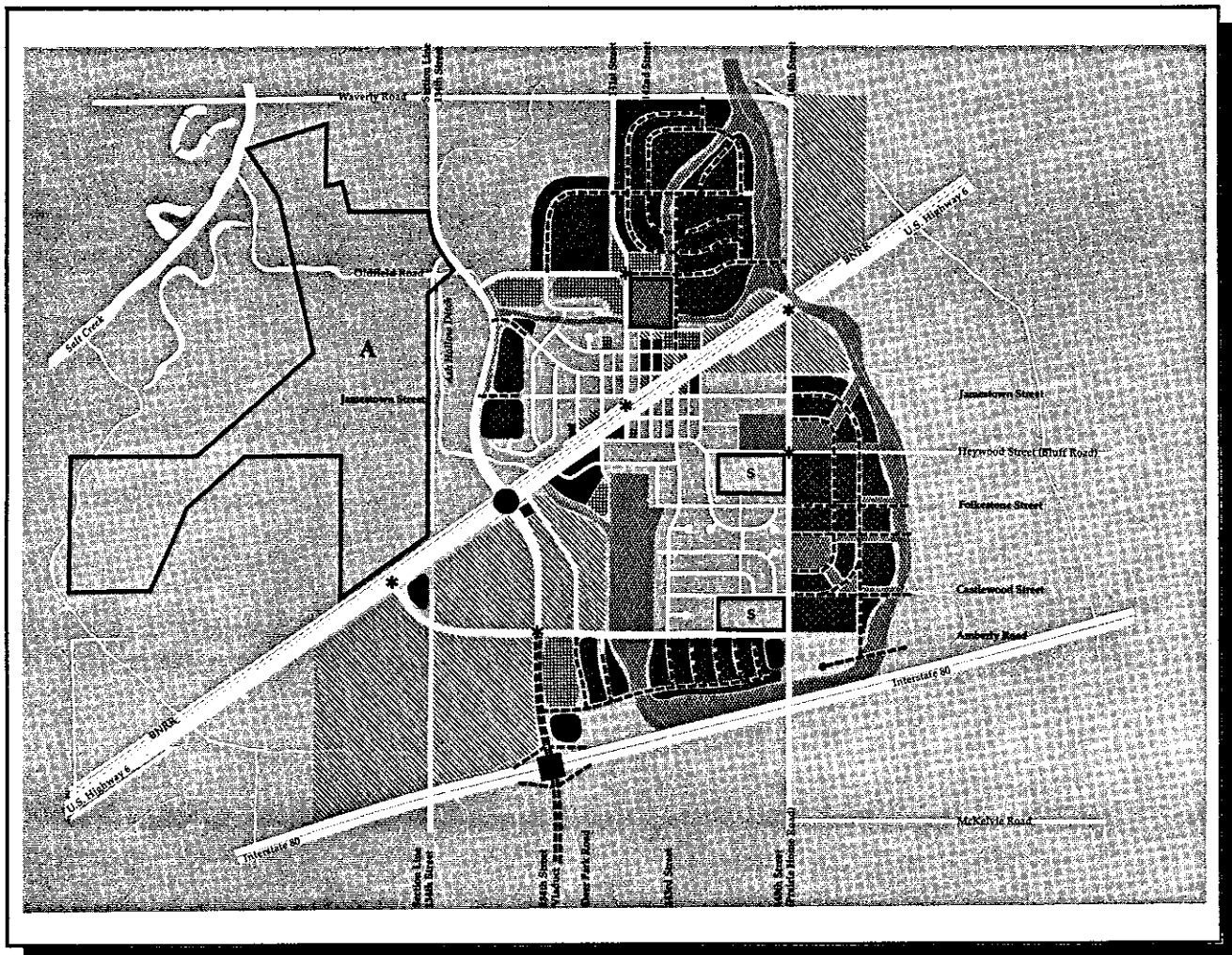
studies include completion of an analysis to show that:

- Adequate infrastructure is in place to serve new development; or
- The development has a feasible financing mechanism to assure funding of required infrastructure.

The study should also examine the long-term financial performance of the subdivision, to prevent the city from assuming unreasonable risks. In the case of new developments, financing arrangements may be formalized through a subdivision agreement between the developer and the city. The agreement should outline the responsibilities of each party.



Development Concept



Development Concept

Summary Map

